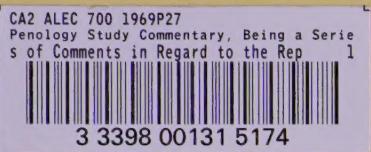


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THE JOHN HOWARD SOCIETY OF ALBERTA

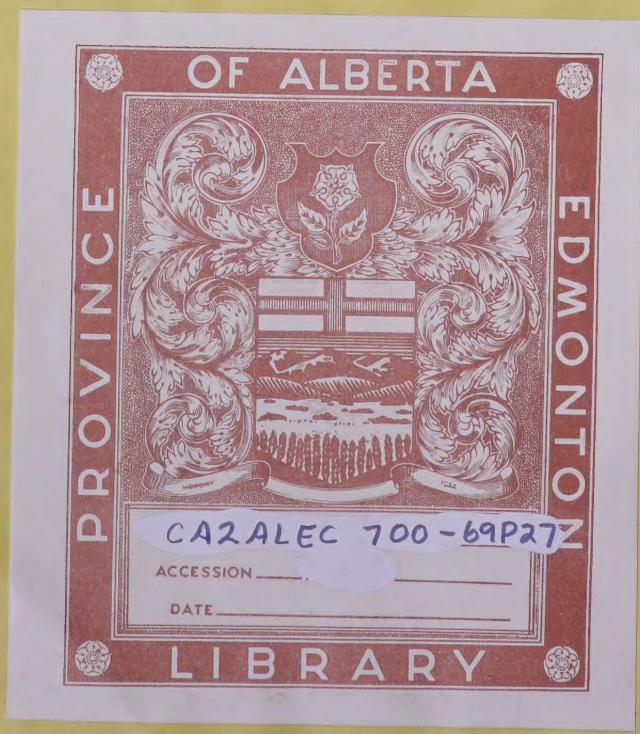
PENOLOGY STUDY COMMENTARY

BEING A SERIES OF
COMMENTS IN REGARD TO THE
REPORT
OF THE
ALBERTA PENOLOGY STUDY

MARCH 10, 1969

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THE JOHN HOWARD SOCIETY OF ALBERTA

THE CRIMINAL CODE PENOLOGY STUDY COMMENTARY
INTRODUCTION

1. The Legislature of the Province of Alberta has evinced a growing interest in crime control, and in recent years it has turned its attention to those kinds of preventive and restorative programs which will not only maintain law and order, but also return the offender to good citizenship. In 1966, the Legislative Assembly passed a resolution calling for an enquiry into Juvenile Delinquency. The Alberta Royal Commission on Juvenile Delinquency was completed on February 15th, 1967. In March of 1967, the Premier, Rt. Hon. E. C. Manning, P. C., tabled the now famous White Paper, which was to spotlight Human Resources Development as the key to the future. That White Paper projected two companion studies which would take the Human Resources concept beyond the expected traditional limits and into the area of human resource restoration, namely penology and mental health. Such a far-reaching pronouncement did not wait long for implementation. The Alberta Penology Study was commissioned early in 1968. The Report of the Study was made public on November 28th, 1968, having been completed under the direction of W. T. McGrath, M.S.W., an independent expert from the Canadian Corrections Association.⁽¹⁾ The implementation of this report awaits the resolve of the Government.
2. The Alberta Penology Study Report propounds a shift in emphasis from incarceration for the sake of punishment, to rehabilitative programs leading to citizenship restoration. It recommends major reforms with the assumption that they will bring about this shift in emphasis.

(1) There is great significance here, in that this is one of the rare occasions when a government has opened its prison doors to the scrutiny of a voluntary organization for a study and report.

3. The Criminal Code is the basic legal instrument which governs the Canadian Penal system. This is a punitive code and not a corrective one. Based on it are the sentences meted out by the criminal courts of law. These sentences are ones of punishment based on the legalistic view that each criminal act is a willful and deliberate one, performed in the full knowledge of the consequences of that act. The Criminal Code spells out a tariff system of sentencing, leaving small choice to the judiciary, despite the popular belief that the bench enjoys wide discretion. It is not surprising therefore that provincial systems of prisons should reflect that basic attitude of punishment.
4. Canadian prison systems have then suffered as a consequence of a federal criminal code which is weighted to punishment, with little regard for the reclamation of human resources. It is significant that the Government of Alberta, recognizing the limitations of such an approach, is taking the lead in enunciating a purpose and a goal of human resources restoration in corrections. This encompasses a concern for rehabilitation, not simply punishment.
5. The Alberta Penology Study, which speaks to this purpose, "is confined to the corrections field more narrowly defined."⁽²⁾ The Report enunciates broad goals and concepts upon which an effective correction system should be based. Such goals and concepts are sound, with or without changes in the Criminal Code, and despite "the unsettled state of much of the federal legislation."⁽³⁾ In spite of variables beyond provincial control, Alberta is still faced with improving its corrections system.

(2) Alberta Penology Study Report - page 13

(3) Alberta Penology Study Report - page 8

6. The John Howard Society of Alberta has worked actively over the years to help create a climate of change. Its main public education activities ⁽⁴⁾ have focussed attention of broad social issues and principles of corrections. Numerous briefs and resolutions have called for change in specific areas. The submission of October 5th, 1968 to the Alberta Penology Study called for a definitive rehabilitation policy to be proclaimed by the Alberta Government and for the creation of the position of Deputy Minister of Corrections to implement this policy.

7. After-care is the vital work of the John Howard Society, as indicated in the following quotation:

"In Canada, after-care has been historically provided by organized volunteer groups representing the interest and concern of citizenry. After-care agencies were initially known as Prisoners Aid Societies and service was provided by individuals who volunteered their time for direct community contact with ex-offenders and prison visiting. Service was primarily concerned with environmental manipulation involving such activities as money handouts and help with employment and accommodation. This was based on the assumption that discharged offenders would respond positively to a show of beneficence, interest and direct intervention in the life of the offender.

As time went on, those citizen groups which survived not only developed a broad financial support base through Community Chests and United Funds, but also developed an awareness that the process of successful after-care involved more than material and environmental aid. As a result, they sought the help of paid, full time professionals and then went on to pioneer present day after-care, including parole supervision. Most of these agencies found a common identity in the John Howard Society and Elizabeth Fry Society.

The objective of the John Howard Society is to salvage people, save tax and charitable dollars and shrink the community crime rate. To those ends, has been the development of multiple functions, including service to clients, protection of the community, public education and providing leadership in pressing for reform of correctional services. This has led to a working relationship with the government services, involving

(4) The Annual Winter Institute of Corrections in Edmonton, the Biennial Spring Seminar on Crime and Delinquency in Calgary, and the Annual Conference of the provincial organization are public forums for the examination of issues in corrections.

desirable differences of opinion which have aided in the rapid development and progress in correctional services in Canada. Although such a combination of agencies in the correctional process may appear relatively untidy, as opposed to correctional services completely under the auspices of the state, without this inter-action, a powerful catalyst toward correctionsl progress would be lacking.

This is best summed up in a statement by the former Minister of Justice, Hon. Guy Favreau:

"Of the many pioneers who have shaped our treatment of offenders, few can claim accomplishments as noble and practical as those of the John Howard Society. For nearly two centuries, the followers of the great English reformer have shone a light of mercy -- and, equally important, of common sense -- upon the whole gauntlet of punishment through which we drive our delinquent fellows. Guiding and sustaining the wayward at each stage of their correction you have sought to replace bitterness with courage, despair with hope.

"Proving by exemplary deeds that supposedly incorrigible men often respond to the gift of dignity, you have helped to convince a timid community that it protects itself best not by thoughtless vengeance, but by realistic rehabilitation.

"In recent years, you and sister agencies have made possible a striking growth of one of the most promising means of rehabilitation, namely parole.

"How, in practice, can the private agencies and the Government re-define their functions realistically? I suggest that we agree first on certain basic principles: then, in trust and fundamental harmony, we can hammer out working arrangements that will allow Government and agencies to complement each other in every way for the common good.

"The first principle I suggest proposes a natural division of labour. I believe that both agencies and Government could solve their problems of re-adaptation if they first agreed that they are not rivals, but essentially different, and naturally complementary, colleagues. In practice, this means that each should be allowed to do whatever it does best. I think there is no question that private agencies are remarkably qualified, for instance, to provide counselling, help with housing and employment, and man-to-man fellowship; you are also admirably equipped to advise the Government on correctional problems with a detachment and wisdom

that derive only from a long history of independent experience. On the other hand, I think there is much logic in leaving most of the routine exercise of authority in the hands of the official agencies who answer for it to Parliament."

We believe that this relationship between the after-care agencies and the government should be basically retained, but developed and intensified since it has focussed community interest on the ex-inmate, whether released by parole or expiration of sentence. In striving toward our objectives we recognize not only the importance of changing the offender's attitudes and motivations while in prison, but also the necessity of assisting his re-establishment in the community. We seek to prevent criminal relapse at the time of greatest stress and thus afford optimum protection for society. We recognize the desirability of co-ordinated direction, of vigorous local interest, initiative and organized effort.

The service given by hundreds of volunteers in the after-care societies provides excellent testimony for the worth of this approach to the re-establishment of the ex-inmate. Involvement of volunteers in this work provides opportunities for the citizen who wishes to lend a helping hand under the supervision of trained personnel. (5)

8. In order to carry out this program of full time after-care across Alberta, it is essential that maximum use be made of highly trained persons of professional calibre. Because of the shortage of qualified men and women, the Society inaugurated the Henwood Staff Development Fund in 1961. This fund enabled the Society to recruit young people with their B. A.; to interest them in rehabilitation work; to foster their desire for professional training and to assist them financially at university. The seven year program includes two years as a B.A. trainee, two years at a School of Social Work, and three years "return of service" with the Alberta Society. Together with academic standards, the John Howard Society stresses the factor of personal suitability and practical experience. We then have a staff person who can enable a client to become socially, economically and spiritually strong.
9. Of the eight Henwood candidates invested in by the Society since 1961,

(5) The John Howard Society of Canada brief to the Canadian Committee on Corrections, May 15, 1967 (commonly called the Ouimet Committee)

five are on staff in Alberta, two are teaching social work and one is executive secretary of another John Howard Society in Canada. Thus, the fund provides a high professional quality of staff within the Society, and a source of trained social workers.

10. A highly trained staff is able to accomplish most when the community is realistically involved. The community, therefore, must examine and accept the role it should play in the entire field of corrections. Because one of the undesirable by-products of the interaction of individuals and society is crime, we believe that society should accept some responsibility for the solution of problems which it helped to create.
11. The prevention of crime is a vital area for community involvement. The community must be engaged in wholesome activities that lessen the chances of any one individual turning to crime.⁽⁶⁾ Citizen generated activities, both on a neighbourhood and community-side basis, should be wide-ranging. The energy to be tapped via citizen participation in the voluntary agency should be employed to the greatest advantage. Some measure of this is envisaged in recent Preventive Social Service Legislation.
12. However, the community has additional responsibility for the problem as it exists at present, and specifically, integration of the ex-offender into the community. It has become apparent that isolating an offender for a limited period of time in prison carries no assurance that the same person will not victimize the community again. The community, as collective individuals, resents this failure of prisons but vents this resentment against the offender by insidious sanctions against him after his release. This curious conflict, manifested in prejudice against the released offender creates obstacles to his

(6) "Preventive Social Services Act" - Guidelines - page 5, March 1967

restoration to, and participation in, normal social activities. It is necessary for the community to examine its prejudices and negative attitudes towards the offender. Only through an effort to understand and learn about the problems inherent in corrections can the community learn to accept rather than reject the ex-inmate.

13. The criminal is a symptom of a social sickness which the community has some responsibility to diagnose, prevent and cure. The John Howard Society has a very vital role to perform in "holding up the mirror" for the community to see itself - to identify its weaknesses - to correct itself - to produce fewer offenders.

THE PENOLOGY STUDY REPORT

14. Comments will refer to specific sections.

Section A - Introduction - In leading into the subject, the Report appropriately addresses itself to the basic principles of corrections.

The staff are the most important factor in any correctional system. New buildings and program will accomplish little unless they are competently staffed. On the other hand, competent staff will operate effectively even in outmoded facilities. Carefully selected and well trained career staff are the first priority in corrections. (7)

The John Howard Society fully endorses this position.

15. The Society commends the team approach urged by the Report, which seems to rectify the historical conflict between custody and treatment. Conventionally, custody has been the means of implementing the sentence of punishment. But punishment alone is no longer enough. Therefore, the concept of custody must change to include a second dimension, namely that of providing the foundation upon which treatment takes place. The second dimension is a departure from tradition. The Alberta Penology Study Report presents the new idea that custodial service be supplied by one government department, and rehabilitative treatment by other departments. The implementation of this new idea requires a correction program director. His function would be to co-ordinate departmental and voluntary agency involvement in treatment program. This position might best be filled by a deputy minister.

16. Section B - Services to Juveniles - The content of this section is excellent. The ideas ununciated and concepts spelled out hold high potential for diverting malleable human resources from a delinquent pattern. The concrete portions need to be expanded and the means developed to carry them out: for example, the John Howard Society is aware

of concerned citizens and committees in the smaller urban centres who are studying ways in which they can help. There appears to be at present a dearth of machinery for their involvement - if the government could provide opportunities for such participation, the community interest would be whetted to the point of harnessing itself to initiate programs of prevention, and care, where prevention was unsuccessful. If emphasis was placed here, it may remove the need for vast program at the adult level. The John Howard Society concurs with the Alberta Penology Study Report that the maximum age of 17 be declared for juveniles, and supports the proposal to move the juvenile males from the present inadequate facilities at Bowden.

17. The John Howard Society has a great interest in the matter of hostels, groups homes and other programs for juveniles as mentioned on page 59. The Departments of Welfare and of Youth are already aware of the PROJECT MAINSTREAM proposal initiated by the John Howard Society in Medicine Hat. The experiments in Delinquent Gang Control carried out by the Society are well known to the Department of Youth. The whole area of after-care service to juveniles and youth is one to which John Howard Society expertise might be addressed.

18. The matter of committal of juveniles to detention is one of concern. It is suggested that the portions contained in pages 64 to 69 need clarification. If indefinite sentencing of juveniles is envisaged, safeguards need to be built in.

19. Section C - Service to Adults

The Nature and Extent of Crime in Alberta - Statistics continue as a problem due to incomplete reporting. Inadequate statistice continue to hamper correctional planning. The John Howard Society of Alberta is aware of, and commends, the Government's explorations with the

Dominion Bureau of Statistics regarding integrated criminal statistics.

As a voluntary after-care agency, the John Howard Society is prepared to co-operate.

20. The Alcoholic Offender is better dealt with as a medical-social problem, and the Society concurs with the Report that steps be taken to decrease the emphasis on the present criminal-legal focus.

21. The whole matter of Arrest and Bail Procedures as referred to on page 89 is primary. The Society is familiar with the Manhattan Bail Project sponsored by the Vera Foundation and urges its implementation.

22. Any approaches to the Indian Offender should not ignore the cogent sentence on page 94 -"There can be no doubt that any final answer to the problem of Indian offenders must await a solution to the general social and economic conditions under which Indian people live." The John Howard Society has actively sought entry into this area.⁽⁸⁾ The Society has had an Indian staff member and would like to expand this program specifically in reference to pages 95 and 96, and is prepared to co-operate in the training of Indian court workers.

23. The Woman Offender traditionally has received less attention than her male counterpart. The John Howard Society hails the recommendation and commits itself to co-operate in the establishment of Elizabeth Fry Societies, and is prepared to integrate rather than duplicate administrative structures.

24. Services to the Courts is an area in which the Society shows concern with the government. As early as 1963 the Society recommended the establishment of forensic clinics to examine convicted persons and recommend treatment as well as length of sentence. Forensic clinics should not be used to "get people off". This area is a key one in an integrated correctional system.

(8) Norm-Setting and Norm-Violating Behaviour in the Indian or His Descendant. Paper prepared by D. C. S. Reid, Executive Director, John Howard Society of Alberta, May 29, 1962

25. The Process of Classification is little understood and is misnamed in Canadian Penology. (9) Given diagnostic services at the court level, and treatment facilities at the institutional and community levels, classification can work. Otherwise it can be made to sound very good on paper, but in practice become little else than sophisticated file sorting and the warehousing of humans in custodial cold storage.

26. Adult Probation Services

Probation is aimed at changes in the offender's attitude, behaviour, social situations or some combination of these as well as the protection of the community. Probation services operate within the framework of authority, employing casework concepts and techniques in effecting a satisfactory adjustment between the offender's needs and the demands of society. (10)

Probation becomes the second line of defence after prevention, in the community. Alberta has one of the finest probation systems in Canada. This should be supported and expanded. The role and task of probation has grown, and it may be time for re-definition and a re-allocation of functions. There is now room for a separate functionary at the court level to carry those tasks of the probation officer not directly related to probation supervision. When this is done, this would leave the officer free to provide probation supervision services.

27. Institutions for Adults represents the largest section of the Report and the John Howard Society feels that in considering a rebuilding program, the following priorities should be kept firmly in mind:

1. A high quality of well trained staff
2. Community alternatives to imprisonment, which for many offenders must include effective preventive and

(9) See Institutional Standards Brief to Minister of Justice, Dec. 3, 1963 by John Howard Society of Alberta for further elaboration of this concept in paragraphs 7 - 11

(10) John E. Hart, Q. C. "Correctional Trends in Alberta", April 27, 1962, page 7

rehabilitative programs.

3. Buildings as required.

Throughout this portion of the Report, reference is made to purchase of service from other departments who have expertise, instead of developing a duplicate service within the correctional institutions. We heartily endorse this principle and urge its immediate implementation. Its successful application and implementation calls for the correction program director, as proposed in paragraph 15, to have co-ordinating authority. The use of school teachers from the Department of Education or municipal school boards is an excellent example.

28. After-Care for Adults has been a specialty of the John Howard Society and the pioneering of parole supervision one of its most notable achievements. On page 175 the sentence "The crucial phase in the rehabilitation of the adult offender is his return to the community", sums up the foundation for John Howard Society emphasis on after-care. The Society strongly supports the proposition on page 177 that co-ordination of after-care facilities is essential. If there were one person in the government whose primary concern was after-care co-ordination and with whom voluntary agencies could liaise, after-care services in the community would be greatly enhanced.

29. The involvement of the community as mentioned on page 145, and of churches, on page 146, are particularly welcome.

30. The description of the Camps Program in Alberta on page 169 is modest. The Camps Program in Alberta is second to none in Canada.

31. The recommendation on page 178 stressing the parallel evolution of both the public and private sectors in the development of parole supervisory service is welcome. The John Howard Society has a wealth of experience and knowledge of supervision in the community, and has proven its ability to provide such service. The John Howard Society is

prepared to assist in the extension of parole supervisory services.

32. Section D - General - Head Office Administrative Organization - The co-ordination of treatment program should be emphasized. The need for a new correction program co-ordinator, as recommended in paragraph 15 above, now emerges as the key. The recommendation on page 183 "that the position of Director of Corrections be raised to the status of Deputy Minister" is concurred in. The Society feels that this would facilitate the overall co-ordination of program. (See paragraph 15 above).

33. The Society concurs heartily with the emphasis on staff development and research (pages 185, 193 and 197) and is prepared to co-operate in staff training. The Director of Staff Development and Research should add strength to these aspects.

34. The recommendation on page 201 is an important one -
It is recommended that a co-ordinating association in the fields of law enforcement and corrections be established in Alberta.
For several years in the past, the John Howard Society Annual Red Deer Conference served as an ad hoc convention for such an embryonic group. The time may now be ripe for bringing into being an Alberta Corrections Association, an association of government and voluntary agencies, as a provincial branch of the Canadian Corrections Association.

35. The need for public participation and information is primary. The John Howard Society can assist directly in this. Involvement of the community brings greater understanding and positive changes in public attitude.

36. The last paragraph on page 204 is emphasized:

If the private agencies are to assume an expanded role in relation to Provincial Corrections, it will be necessary for the Government to help meet their

financial requirement. On the whole, this would probably cost the Government less than hiring sufficient staff in the public services to carry the full load.

37. The Advisory Committee of Corrections has a major role to play in implementation. It should aim at identifying policies requiring priority attention, and developing long range plans.

Section E - Implementation

38 The idea of government policy being embodied in an Alberta Corrections Act is a good one.

39. The role of the Penology Study Consultative Group, as a continuing body, needs to be more clearly defined.

40. The John Howard Society is prepared to work closely with government in implementing the recommendations of the Alberta Penology Study Report.

COMMUNITY INVOLVEMENT AND RESPONSIBILITY

41. The Alberta Penology Study Report suggests a number of ways for community involvement. The John Howard Society has long been an advocate of community programs as alternatives to imprisonment, and is prepared to assist in the development and incorporation of these within the corrections system. Succeeding sections of this DOCUMENT will go on to enunciate some of these alternatives.

42.. The Alberta Penology Study Report states:

"The aims of the corrections services are two-fold:

1. To carry out the sentence of the court.
2. To take whatever course of action, consistent with the sentence of the court and the discretion allowed by law, is best calculated to return the individual offender to the community as a contributing member. Two principles should be accepted as guides in fulfilling these aims:
 - a) Unless there are strong reasons to the contrary, the correction of the offender should be attempted in the community. Leaving the offender in the community helps him to feel he is still a member of society. Family, community and employment relationships and responsibilities can be maintained. Community resources can be utilized in his rehabilitation. Exposure to the abnormal value system that may exist in the prison is avoided. So is the stigma of a prison record. A considerable amount of public money is saved: it cost \$3,276.70 to keep an offender in a provincial prison last year; it cost about \$700. to keep him on probation for a year. Reducing the growth of the prison population through the use of probation may save further money in later years by removing the need to build more prisons. (11)
 - b) Prison facilities are required where the safety and security of the community are threatened by the presence of the offender. They are also required to enforce the demands of such community rehabilitation services as probation and parole. (12)

(11) See Institutional Standards Brief to Minister of Justice, December 3, 1963 by John Howard Society of Alberta for further elaboration of this concept.

(12) Alberta Penology Study Report, pages 14 - 15.

Before embarking on a specific proposal on John Howard Society involvement, it should be noted that the development of viable community programs ought to have a similar effect on the need for adult prison accommodation. Other factors already noted in the Alberta Penology Study Report are:

- (a) Raising the juvenile age for males from 16 to 17. According to data,⁽¹³⁾ this will mean 242 fewer adult males per year needing care as adults.
- (b) extending statutory remission to provincial inmates, by Bill C-150, section 109, being an amendment to sections 17 to 21 of the Prisons and Reformatories Act. While no estimate is given, this provision will reduce every sentence over 14 days and consequently the need for accommodation. It should be pointed out that one factor in the future assessment of the value of community programs is whether they reduce the need for prison accommodation.⁽¹⁴⁾
- (c) Furlough releases for specified purposes will be provided for by Bill C-150, section 110, being an amendment to the Prisons and Reformatories Act, section 37. This undoubtedly will lead to the development and maturing of plans leading to conditional releases. This provision will have the effect of reducing the need for prison care.

43. The first enquiry into the penal system in Canada in 1849 emphasized the theme that the test of any penal system was the ability of the offender to adjust to productive civilian life upon release. Every commission

(13) Annual Report of Correctional Institutions Superintendent for year ending March 31, 1967, page 53.

(14) See Critique of Canadian Penitentiary Service 10 Year Plan by John Howard Society of Alberta for further elaboration of the concept of program planning arising from research.

thereafter has struck the same note. The Penology Study Report states "re-assimilating the offender into the community is the last requirement of rehabilitation. Without that step, all that has gone before is lost." (15)

The crucial phase in the rehabilitation of the adult offender is his return to the community. He may have learned dependency in the institution and may find it difficult to resume responsibility for his own decisions. He may miss the security of the institution and fear the competition of the community. If he has a family, he has to work out his relationships with them and resume his place as husband and father. This is not always easy for a man coming out of prison. He has to find employment. He may learn that his criminal record is a handicap to finding a suitable job. If he cannot find suitable employment, he may be forced back into illegal ways of earning a living. He has to establish social relationships with neighbors and friends, old or new. Again, he may find his criminal record a handicap with people other than those who have also been in prison. (16)

It is around the restoration of the offender to the community that after-care and community alternatives to imprisonment assume their true significance. These have been neglected areas of penology in the past.

44. It is interesting to note over the years that it is the private sector which has taken up responsibility for trying to provide some services, rehabilitative in nature, to those persons returning to the communities from which they were sentenced. The move by the Federal Government in 1959, through the establishment of the National Parole Service, was a first step by Federal Government to assume some responsibility. Yet it is significant that the Federal Government, in spite of this step and the massive amounts of money that have since been spent on a public parole service, has continued to rely heavily on the

(15) Alberta Penology Study Report, page 16

(16) Alberta Penology Study Report, page 175.

private sector, the voluntary agencies, for the face-to-face supervision of the parolee. In Alberta, the John Howard Society does over 60 per cent of the parole supervision for the Federal Government. Our prediction is that the more vast the program launched by the public service, the more will be the necessity for the development of the citizen organization. This note seems to be struck by the Alberta Penology Study Report. (Pages 201 - 202 - 203 and 204).

45. Some programs of community involvement are:

- * 1. Prevention projects and public information activities.
- 2. Bail-Bond
- 3. Fine Payment Instalment
- * 4. Supervision of Restitution
- * 5. Legal information
- 6. Services to the untried and remand therapy
- 7. ~~Crime-victim-compensation~~ (deleted)
- * 8. Amicus Curiae (friend to the court)
- 9. Absolute and conditional discharge from court⁽¹⁷⁾
- 10. Court attendance as a court disposition
- 11. Probation
- *12. Parole
- *13. After-Care
- *14. Extra-mural deployment - (including staffing and supervision)
 - (a) Half Way Houses
 - (b) Work Release
 - (c) Day Parole
 - (d) Weekend Custody
 - (e) Family Support
- 15. Local Government Refund Programs
- 16. Social Education and Citizen Training Centre

(17) Alberta Penology Study Report, pages 81 and 82

*17. Delinquent Gang Control (18)

18. Conjugal visiting

19. Innovative projects such as can be initiated - Boys' Clubs, Outward Bound, Y. W. and Y.M.C.A.'s and Boy Scouts

Of these programs before mentioned, we would be prepared to become immediately involved, upon subvention of funds, in the ones marked with an asterisk.

46. Most of the proposed programs appear to be control oriented in that they call upon the offender to adjust to society. This is an inherent characteristic of programming. But people must be permitted to be people, and these programs must appeal to the offender as he sees himself. This is where service comes in. It must be such as will enable the offender to bring these programs to bear upon himself and the problem he confronts. The basic characteristic of good after-care service is that it fosters in the offender a positive motivation to participate in his own rehabilitation plan.

47. After-care services could include:

- * 1. Social adjustment and skill learning activities
- * 2. Group and individual therapy.
- * 3. Job placements and employment opportunities
- 4. Foster Home placements
- * 5. Inmate-Outmate, Friend-in-the-Community, Dead Numbers processes
- * 6. Parole supervision
- * 7. Extra-mural deployment services
- * 8. Social Education and Citizen Training
- 9. Family Therapy
- 10. Loan and Financial Assistance (Debtors Assistance Therapy)
- 11. Mutual Help (Offenders Anonymous)

(18) See Report on Joint Project by A. S. C. and of J. H. S. A. with the Grim Reapers Motorcycle Gang.

- *12. Hostel and Half Way Houses
- 13. Work co-ops, Homestead and Northern Development Projects
- 14. Bonding and Loan Funds
- 15. Financial Administration and Pensions
- *16. Intensive Therapy
- 17. Store front drop-in centres (Family and child problem clinics in shopping centres) "Instant Therapy"

Given adequate financial resourcing, the John Howard Society would be prepared to become involved immediately in the above services, marked by an asterisk.

48. Evaluation and research must be developed in conjunction with our program, therefore adequate financing must be provided for evaluation and research.

49. At this point the decision must be made whether a re-developed system of institutions, or community alternatives to imprisonment will be most profitable in achieving the ends of social and vocational rehabilitation. In fact, both have a role to play. A detailed look at all programs and services may well identify those which reduce recidivism, and contribute to rehabilitation. We believe that the order of priority in the whole matter should be:

1. Staff recruitment, development and training
2. Program planning
3. Buildings

The pressures upon resources should not thwart program development.

The resourcing of staff recruitment and program development should be given equal or greater priority than building.

50. In achieving the ends of social and vocational rehabilitation, a total rather than fragmentary approach to the offender is essential. As he seeks to become a productive citizen, and to realize his full

potential, the offender can bring to bear on himself the totality of the programs mentioned above. He becomes eligible to participate in these programs as a person disadvantaged and disabled because of physical, mental or social impairment, hampered in his pursuit of regular gainful employment. The services by which these programs become effective are processes of restoration, training and employment placement, including diagnostic and assessment services, the object of which is to enable a person to become capable of pursuing gainful occupation. Gainful occupation means employment in the competitive labour market, the practice of profession, self-employment, home-making, sheltered employment, home industries and such.

51. To give a man a fish feeds him today. To teach him to fish helps him to feed himself tomorrow. Social rehabilitation of this order not only brings self sufficiency and independence, but also self respect. To have rekindled the dignity and worth of the individual is to restore self reliance and self sufficiency, and good citizenship.

52. We look forward to the day when such opportunities are available to every offender upon release. Obviously we must move to new and innovative schemes in addition to using what is now in effect. We are also challenged to use new knowledge in order to more effectively restore the offender to human dignity and potential. The road back for the offender is a rocky one. How he travels that road, the guidance and assistance he receives, will, in large part, determine if his attitudes are to be changed from criminal to law abiding ones.

53. At the risk of repetition, the John Howard Society states again that community based programs must receive at least equal development as do institutional programs. The Society would be remiss if it did not point out that implementation of such community programs will be

costly, but not as costly as continuing emphasis on custodial care. Government must face the necessity of resourcing community care in like measure as it has traditionally resourced institutional care. The Society believes that resourcing of community programs will be least costly if existing structures, including those of the John Howard Society experience, are fully utilized and built upon.⁽¹⁹⁾

If the private agencies are to assume an expanded role in relation to Provincial corrections, it will be necessary for the Government to help meet their financial requirements. On the whole, this would probably cost the Government less than hiring sufficient staff in the public services to carry the full load.⁽²⁰⁾

The Society is prepared to enter into immediate discussion of the whole question of program facilities, personnel, research and financing needed for an adequate after-care program.

(19) The John Howard Society has a client service organization now serving over 600 prisoners and 780 ex-prisoners and their families a year. (1968) It should be noted that the John Howard Society of Alberta is supported by the United Funds and Community Chests of Alberta

(20) Alberta Penology Study Report, page 204.

S U M M A R Y

54. The John Howard Society believes that if alternatives to imprisonment such as bail-bond, time payment of fines and medico-social treatment of alcoholics are instituted, along with a phased-in after-care service such as proposed in paragraph 47, the essence of the Alberta Penology Study Report will have been implemented. It would go a long way to providing data on rehabilitation programs which can be evaluated and researched, and thus achieve the goal in which the legislature has evinced a strong interest. The Society would welcome discussion with the Government of Alberta regarding the development of the necessary community program and services which will arise with the implementation of the Penology Study Report.

(Mrs.) L. A. Wylie
President
John Howard Society of Alberta

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